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River Road Scenic Byway Corridor Management Plan

February, 2010

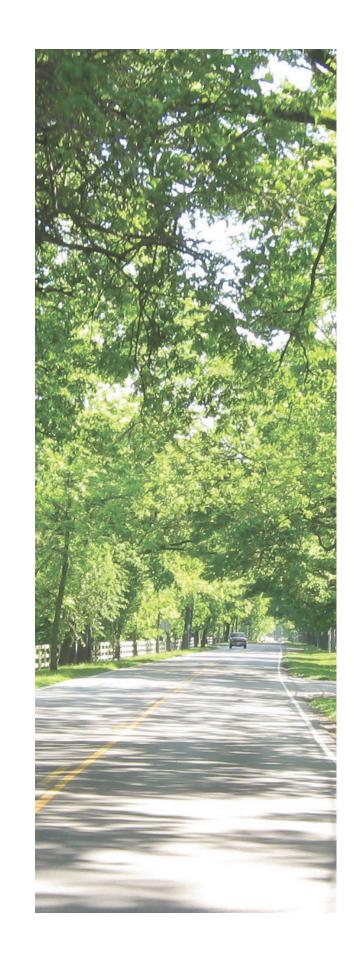














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INTRODUCTION

Plan Purpose



River Road is a valued transportation facility in a remarkable landscape setting. The road functions as a commuter route, recreation link, conduit for commerce, and medium for social interaction. The landscape near the road, a.k.a. the road "corridor," contains historic properties, unique geology, beautiful scenery, and a multitude of recreational areas and facilities. River Road provides passage to many different places, some out of an earlier era, conveying and delighting local residents, recreationists, sight-seers, and tourists.

The Federal Highway Administration's Scenic Byways Program and associated state byway programs were established to acknowledge, promote and protect special

road corridors like River Road. To be considered a scenic byway, a road corridor must include resources and features that possess natural, scenic, recreational, historic, cultural or archeological qualities of regional significance. Scenic byways typically provide an alternative to high speed, high volume roads by offering a more relaxed, slow-paced, and enjoyable travel experience through an attractive or interesting setting. Most of all,

there must be strong public support for conferring the scenic byway designation upon a road and its corridor.

Because River Road fulfills the criteria of a scenic byway, it was designated a State Scenic Byway by the Kentucky Department of Highways in 2000. The Corridor Management Plan (CMP) presented here validates this designation and represents the community's vision and goals for protecting and enhancing the byway's qualities and character. The plan lays out



strategies and actions that, if implemented, will keep these qualities intact and unified. Moreover, the suggested enhancements in this plan will improve public access to the corridor's resources and special places without compromising the privacy and quiet enjoyment of corridor residents. By strengthening visitors' and locals' connections to and

understanding of the corridor's cultural and natural resources, people will increasingly value and care for these resources and qualities. Plan recommendations are also intended to enable safe and convenient travel and mobility for corridor users whether they are motorists, bicyclists, or pedestrians.

The management plan goals, strategies and projects for protecting and enhancing River Road's qualities are all community-based and intended to remain flexible and adaptive to the community's changing priorities and the corridor's evolving conditions. As such, the CMP should be used as a planning tool to help guide the community in future decisions

that impact the intrinsic qualities of the byway. However, it is important to recognize that a byway designation or the creation of this management plan does not, in and of itself, impose new government regulations on the River Road corridor, nor does it mandate state or federal involvement in local land use decisions.



Since the mix of qualities and resources in the River Road corridor is complex, this management plan lays out a fairly broad range of strategies and actions to address the

issues of protection and enhancement. In addition to managing the corridor, this plan will enable various projects and initiatives to be funded through grants and other funding sources. The plan also fosters coordination between residents, communities and agencies in making decisions about important corridor issues.

In summary, the primary purpose of the River Road Corridor Management Plan is to:

- Identify the intrinsic qualities and features that contribute to the byway's appeal and specialness
- Establish an overall vision for the corridor, along with goals and objectives for protecting, promoting, and enhancing the corridor's qualities
- Affirm the community's participation and commitment in crafting and carrying out the plan
- Develop a range of specific strategies and actions conducive to implementing goals and objectives
- Promote partnerships and assign responsibility (among agencies, neighborhoods, businesses, and other stakeholders) for plan execution and project funding





Process Overview

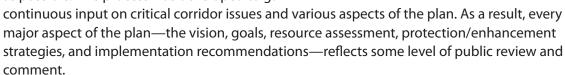
The River Road corridor has long been the recipient of considerable public interest and attention. Its unique cultural landscapes and variety of attractions and resources have at various times prompted efforts to protect its qualities and scenic landscapes. Largely due to these efforts, the road was designated a State Scenic Byway in 2000.

To reinforce and capitalize upon this designation, Louisville Metro received funding in 2006 from the FHWA's National Scenic Byways Program to commission the development of a corridor management plan (CMP) for River Road. This plan essentially provides guidelines for managing the corridor's qualities and resources for their long-term protection and enhancement and for the continued benefit of byway travelers and visitors. At the same time, the plan will significantly increase the ability to procure funding for various corridor projects and enhancements. The plan may also be used to seek designation of River Road as a National Scenic Byway should the community choose to pursue this course of action.

The planning process for this CMP followed two parallel, interconnected paths. A "technical"

process was employed to develop the report and help inform the community. A "public" process, formulated by Louisville Metro and the planning team, provided ongoing community involvement and critical feedback, which strongly influenced the plan's development.

From the project outset, the public involvement process was designed to engage as broad a cross-section of community members and interests as possible. This process was developed to gain



Public oversight was provided by a Corridor Advisory Group (CAG), local Stakeholders, and a Technical Advisory Group. Representing a fairly broad constituency, the CAG spoke to a wide range of corridor issues and met regularly with the planning team throughout the process. Stakeholders, on the other hand, represented more focused or specific interests and were engaged on an individual basis to discuss issues of particular concern such as business and retail activity in the corridor. The Technical Advisory Group was comprised mostly of agency representatives who offered input on technical, jurisdictional and management issues. The following is an overview of each group's make-up and responsibilities:

Corridor Advisory Group

- Advise and inform Project Team (sounding board)
- Help engage the larger community
- Represent a broad base of interest
- Participate throughout the planning process
- Stay informed of community issues and priorities

Stakeholders

- Specific people or groups who have a stake or an interest in the outcome of the project
- Represents a specific interest (i.e., local business)
- Limited participation in the planning process
- Determine important program elements (as users, what do they want or need?)

Technical Advisory Group

- Comprised of agency officials, service providers and advocacy groups
- Technical advise on projects and programs
- Participate at critical milestones in the planning process
- Input on what utilities they have there
- Provide guidance and input on future plans for area
- Advice on implementation methods
- Establishment of evaluation tools
- Technical evaluation of plan options

A list of Advisory Group members and Stakeholders is provided in the appendix of this report.

The broader community was also engaged during plan development. An initial public meeting was held on June 16, 2009 to explain the management plan purpose and process and to solicit comments about major issues and concerns. An exhaustive opinion survey conducted during this meeting helped to determine how the road is used (as a combination commuter/recreation corridor), why the corridor is valued (for its natural and scenic beauty), and the most pressing safety improvements (for bicyclists and pedestrians). The results of this survey are provided in the appendix.

A second opinion survey was posted on Metro's project website for six weeks to obtain feedback from a larger group of respondents. In all, more than 750 individuals participated in the online survey. Interestingly, the general results and findings from the larger online group did not differ significantly from the results obtained from the meeting respondents. The online survey results are also provided in the appendix.

A second public meeting was held on July 13, 2009 for citizens to voice concerns and highlight issues about the corridor. The discussion included brainstorming on possible ways and methods to protect River Road's qualities, help people enjoy and appreciate it's human and natural history, and improve the safety of the roadway.

A third public meeting held near the completion of the plan allowed participants to review proposed actions and projects and offer comment. Comments and suggestions were considered in developing the final draft of this CMP.

Plan development itself adhered to a fairly conventional technical process while addressing all of the Federal Highway Administration's 14 points or requirements for a CMP (see below). A review and assessment of the corridor's qualities and characteristics was conducted by the planning team early in the process. Concurrently, the plan vision, goals,

and objectives were established and refined with the CAG. A series of strategies were then developed for protection and enhancement of corridor resources and qualities. Building upon the strategies, a wide selection of projects was identified for resource protection, restoration and interpretation, and for corridor mobility and safety. Project execution was assigned to potential lead agencies or groups, and possible funding sources were identified. As projects are carried out, it's intended the CMP will show demonstrated results, generating ongoing support for continued implementation of the plan.

Corridor Management Plans (CMPs) are community-based, flexible, "living documents" that outline the goals, strategies, and responsibilities for preserving and promoting the byway (Scenic.org). They typically address issues such as historic and natural preservation, roadway safety, and economic development.

The Federal Highway Administration requires each CMP to include information that addresses 14 basic points. The emphasis placed on each of these elements however, as well as the manner in which they are addressed, varies widely to reflect the unique qualities and needs of each Scenic Byway.

The FHWA requirements, contained in the May 18, 1995 Interim Policy, for a CMP are:

- 1. A map identifying the corridor boundaries and the location of intrinsic qualities and different land uses within the corridor.
- 2. An assessment of such intrinsic qualities and of their context.
- 3. A strategy for maintaining and enhancing those intrinsic qualities. The level of protection for different parts of a National Scenic Byway or All-American Road can vary, with the highest level of protection afforded those parts which most reflect their intrinsic values. All nationally recognized scenic byways should, however, be maintained with particularly high standards, not only for travelers' safety and comfort, but also for preserving the highest levels of visual integrity and attractiveness.
- 4. A schedule and a listing of all agency, group, and individual responsibilities in the implementation of the corridor management plan, and a description of enforcement and review mechanisms, including a schedule for the continuing review of how well those responsibilities are being met.
- 5. A strategy describing how existing development might be enhanced and new development might be accommodated while still preserving the intrinsic qualities of the corridor. This can be done through design review, and such land management techniques as zoning, easements, and economic incentives.
- 6. A plan to assure on-going public participation in the implementation of corridor management objectives.
- 7. A general review of the road's or highway's safety and accident record to identify any correctable faults in highway design, maintenance, or operation.
- 3. A plan to accommodate commerce while maintaining a safe and efficient level of highway service, including convenient user facilities.
- 9. A demonstration that intrusions on the visitor experience have been minimized to the extent feasible, and a plan for making improvements to enhance that experience.
- 10. A demonstration of compliance with all existing local, State, and Federal laws on the control of outdoor advertising.
- 11. A signage plan that demonstrates how the State will insure and make the number and placement of signs more supportive of the visitor experience.
- 12. A narrative describing how the National Scenic Byway will be positioned for marketing.
- 13. A discussion of design standards relating to any proposed modification of the roadway. This discussion should include an evaluation of how the proposed changes may affect on the intrinsic qualities of the byway corridor.
- 14. A description of plans to interpret the significant resources of the scenic byway.





Vision, Goals, and Objectives

It is useful to begin a planning process with the development of a vision statement. A vision statement helps to clearly and consisely communicate a broad aspirational image of the future. In the context of a Scenic Byway Management Plan, a vision statement serves as the yardstick for measuring the appropriateness of proposed recommendations.

Corridor goals and objectives were then developed to provide a strategic blueprint for implementing the community vision for River Road. Goals describe future expected outcomes or states. They provide programmatic direction, focusing on ends rather than means. Objectives are clear, realistic, specific, measurable, and time-limited, statements of action which when completed will move towards goal achievement. Objectives tell how to meet a goal.

The River Road Scenic Byway vision statement, goals, and objectives were developed with the Corridor Advisory Group early in the planning process following an extensive review of the data collected as part of the inventory and assessment phase of the project.

River Road Scenic Byway Vision Statement

River Road, Louisville Metro's only state-designated scenic byway, immerses travelers in a landscape of wonderful scenery, fascinating history, unique geology and lush vegetation, all within sight of downtown Louisville. The road is an important transportation link, serving corridor residences, businesses, and recreation areas, as well as the broader community that uses the byway to commute to and through the area. River Road occupies a beautiful and culturally rich setting and is envisioned as a place where:

- Natural, cultural, recreational and scenic resources are conserved and enhanced for public benefit
- The corridor's nationally significant history and cultural heritage are protected, maintained and interpreted
- Multiple modes of transportation are safely accommodated, where appropriate
- The unique blend of neighborhoods, businesses, and social institutions contribute to, and benefit from, the character of the corridor



Goals and Objectives

Goal 1. Safeguard What People Value (Protect and restore the corridor's natural, scenic and historic qualities and features)

Objectives

- a. Protect woodlands, tree canopy, native plant communities and vegetation patterns
- Conserve agricultural lands and maintain the rural character
- c. Protect surface waters and groundwater quality
- d. Maintain and enhance scenic views and places
- e. Preserve prime wildlife habitat areas



f. Protect and restore historic, cultural and archeological resources; protect the corridor's unique cultural landscapes

g. Ensure future growth and development are compatible with the corridor's qualities, recognizing private property rights

Goal 2. Tell the Stories of the Area (Reveal and interpret the corridor's intrinsic qualities)

Objectives

- a. Identify the varied and unique qualities, places and features that characterize the corridor
- b. Provide interpretive information about these places and features
- c. Enable visitors to experience scenic vistas and other points of interest without trespassing or intruding on private lands
- d. Develop a set of themes to convey and integrate the stories and interpretive messages

Goal 3. Make Way for Play (Perpetuate and expand the corridor's range of social and recreational opportunities)

Objectives

- a. Maintain and increase parks, trails and outdoor public spaces
- Improve access to and increase the amount of water-related recreational activities while minimizing environmental impacts
- c. Encourage and expand the range of unique river-oriented businesses and restaurants
- d. Maintain a favorable environment for social organizations and clubs
- e. Explore opportunities to accommodate events, festivals, concerts and celebrations

Goal 4. Enjoy the Journey (Promote safe travel that offers a pleasant experience for all users)

Objectives

- a. Allow for a range of travel choices (automobile, bus, bicycle, walking, boats)
- b. Create safe conditions for all travelers and all modes of transportation
- c. Make roadway improvements compatible with the corridor's intrinsic qualities and rural, small-scale setting
- d. Enable safe, convenient access to businesses, residences, institutions and visitor attractions along the corridor
- e. Develop a unified and cohesive system of way-finding and place marker signage
- f. Make visitors aware of local restaurants, stores and other businesses along and near the corridor and encourage their patronage





Corridor Review and Assessment



CORRIDOR REVIEW AND ASSESSMENT

This chapter discusses the intrinsic qualities of the River Road corridor. Intrinsic qualities are what give places, features and resources their unique character and visitor appeal. According to the National Scenic Byways Program, features and resources can be described as possessing one or more of the following intrinsic qualities:

Archaeological Quality—Physical evidence of historic or prehistoric human life or activity typically must be visible and capable of being inventoried and interpreted. Archaeological features can include ruins, artifacts, structural remains, and other physical evidence having scientific significance that educates the viewer and stirs an appreciation of the past.

Cultural Quality—Customs or traditions expressed by a distinct group of people, cultural features include crafts, music, dance, rituals, festivals, speech, food, special events, vernacular architecture, etc., that are currently practiced. Cultural qualities can highlight one or more significant communities and/or ethnic traditions.

Historic Quality—These features are legacies of the past distinctly associated with physical elements in the landscape, natural or manmade, of such historic significance that they educate the viewer and stir an appreciation for the past. Historic elements reflect the actions of people and may include buildings, settlement patterns, and other examples of human activity. Historic features can be inventoried, mapped, and interpreted, and they possess integrity of location, design, setting, material, workmanship, feeling and association.

Natural Quality—Features in the visual environment that are in a relatively undisturbed state may possess natural quality. These features predate the arrival of human populations and may include geological formations, fossils, landforms, water bodies, vegetation, and wildlife. There may be evidence of human activity, but the natural features reveal minimal disturbances.

Recreational Quality—Outdoor recreational activities are often directly associated with and dependent upon the natural and cultural elements of the landscape. Recreational activities provide opportunities for active and passive recreational experiences. They include boating, fishing and hiking. Driving the road itself may qualify as a pleasurable recreational experience. Recreational activities may be seasonal, but the quality and importance of the recreational activities as seasonal operations must be well recognized.

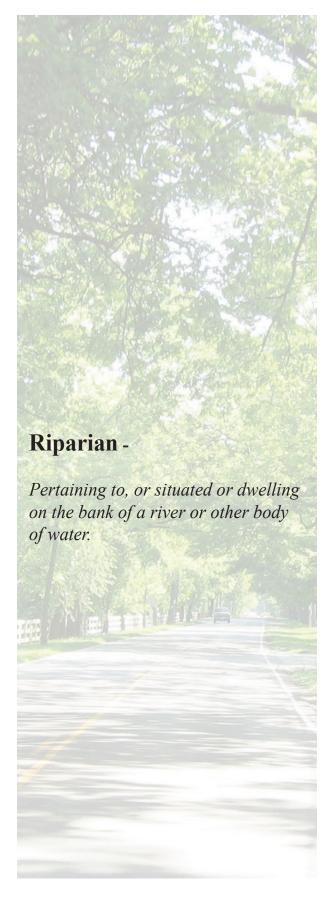
Scenic Quality—Heightened visual experience is derived from the view of natural and manmade elements of the visual environment. The characteristics of the landscape are strikingly distinct and offer a pleasing and most memorable visual experience. All elements of the landscape—landform, water, vegetation, and manmade development—contribute to the quality of the visual environment. Everything present is in harmony and shares in the intrinsic qualities.

Using a intrinsic quality framework helps to determine why features are interesting and important. It also facilitates an understanding of ways to conserve and protect resources that support the scenic byway experience.

The resources and associated qualities discussed here are all within the River Road corridor. The seven mile long byway corridor is roughly defined by Zorn Avenue on the west end, US 41 on the east, the Ohio River on the north, and a line of steep bluffs on the south. Many of the corridor's features and resources possess more than one quality; however, for simplicity and clarity, features, places and resources have been grouped and described according to their most prevalent or obvious quality.







Natural Resources Review and Assessment

River Road's unique natural resources and qualities contribute to the corridor's designation as a scenic byway. The identification and assessment of these qualities provides a basis for understanding the corridor's current natural characteristics, how they've changed or been modified over time, and how they might be managed in the future. The following is an overview of the corridor's natural qualities including its geologic and terrain features, hydrology, vegetation, and wildlife habitat.

The most apparent feature of the byway corridor is the Ohio River. The river's importance in Louisville's history is well-documented and the river continues to hold significant economic, cultural, recreational, and natural value for the community. Although the river has shaped the regional landscape for millennia, its natural dynamics and cyclic patterns of flooding and lowland inundation are now partly controlled by a system of dams, locks and levees. Although it is now somewhat tamed and regulated, the river continues to be a defining natural and cultural feature for the

region.

The river's most noticeable characteristic is its broad plane of continuously moving water. In the byway corridor, natural features and elements along the river include islands and gravel bars, side channels and sloughs, stretches of gravelly shoreline, and remnants of native plant communities. Diverse aquatic and riparian wildlife consisting of several fish, bird and animal species inhabit the river and shoreline. The riverway also contains a wide

array of human-made elements and activities including bridges, boat and barge traffic, shoreline bulkheads, piers and docks. Overall the river hosts a remarkable range of features and activities further animated by water movement, season, weather and light.

River Road, closely paralleling the river, passes through a dramatic riverine landscape of relatively flat, narrow floodplain terraces bordered by steep limestone bluffs. The floodplain terraces are underlain by unconsolidated alluvium of stratified sand, silt, and gravel that washed downriver from the upper Ohio River watershed. These terraces are dissected by a series of subtle ridges and troughs that roughly parallel the river and become more pronounced approaching the bluffs. In places, the troughs are poorly drained and contain small ponds and seasonal wetlands. Historically, the terraces were cleared for farming, and in many areas picturesque fields and pastures remain.

The floodplain along River Road ranges from one-quarter to over one-half mile in width and is routinely impacted by flooding. This is particularly true throughout the western end of the corridor between Zorn Avenue and Harrods Creek. The eastern end of

the corridor between Harrods Creek and US 42 contains higher ground above the 100-year floodplain and, with the exception of the lower terraces adjoining Harrods Creek and the river, is not subject to flooding.

The floodplain terraces are bisected by creeks that emerge from narrow ravines in the bluffs and meander across the floodplain to their outfall in the Ohio River. Harrods Creek, the largest of these drainages, can be navigated by recreational watercraft and house boats for nearly two miles upstream of its mouth at the Ohio

River to just past the US 42 highway bridge. Many docks, marinas and restaurants are located along its banks and in its man-made side basins.

Goose Creek is a much smaller stream and is navigable by small pleasure craft to the River Road bridge, about 1,000 feet upstream of the Ohio River. Goose Creek is lined by small private boat docks and a boat ramp through this stretch.

The Muddy Fork of Beargrass Creek, which is not a navigable stream, emerges from the bluffs near Woodside Road in Glenview. It runs parallel to the Ohio River toward downtown Louisville, merging with the main fork of Beargrass Creek before it outfalls into the river.

The steep limestone bluffs, which abruptly rise over 100 feet above the floodplain, are dramatic terrain features bordering the south edge of the corridor. The bluffs are an interesting geologic feature of hard limestone inter-bedded with soft shale. They were carved out by the glacial melt-waters that formed the broad Ohio River channel and floodplain. The high bluff line runs parallel to the river from Zorn Avenue at the west end of the byway east to Wolf Pen Branch Road and Harrods Creek. Cloaked in woodland vegetation, the steep slopes and rock ledges of the bluffs are only visible at their base or when traversing them on narrow roads and drives. East of Harrods Creek, the face of the bluff pulls farther away from the river, creating a wide band of floodplain terraces. Consequently, River Road swings south away from the river across this broader series of terraces.

Vegetation patterns in the River Road corridor are characteristic of a rural landscape and consist of a patchwork of open fields, lawns, and pastures punctuated by hedgerows, small woodlots, tree groves, and residential plantings. The pre-settlement floodplain landscape would have been characterized by slightly undulating terrain vegetated by dense bottomland forests, wetland plant communities, and riparian plants along the numerous creeks and drainage channels. Vestiges of the native bottomland vegetation remain, especially along creeks, but most of the indigenous plant cover was cleared for agriculture and the floodplain terraces are relatively open and lightly treed. The steep bluffs, unsuited for agriculture or houses, have retained a cover of deciduous trees and shrubs.

Corridor Review and Assessment

The parks, residences, and few businesses within the corridor contain mostly lawn with scattered deciduous trees and shrubs, while the estates and small farms have well maintained pastures and fields. Trees and hedgerows bordering the roadway filter or contain outward views across the larger landscape. Some stretches of River Road are lined by mature trees that arch over the road creating a cathedral-like effect. Roadside vegetation is so dense in places that views of the river or adjacent

landscape are obscured. The alternating aspect of dense roadside vegetation and open roadside creates an interesting contrast of restricted views and wide vistas, enlivened further by shadow and light patterns on the road. The landscape east of Harrods Creek is more developed and thus contains more lawns, ornamental plantings and scattered deciduous trees around residences and businesses.



The low-lying terraces and numerous ponds,

wetlands, and creeks throughout the corridor historically provided rich and abundant wildlife habitat for a number of species. Unfortunately, much of this formerly valuable habitat has been lost or modified over the years by agriculture and development, Moreover, the creeks and linear wetlands that act as wildlife corridors, connecting the wooded bluffs to the river shoreline, are severed by roads and constricted culvert crossings.

Larger, dedicated natural areas within the corridor include: Caperton Swamp, a 30 acre recovering forest and wetland, and Twin Park, a 41 acre wooded wetland both owned and managed by Metro Parks; the Garvin Brown Preserve, a 46 acre nature preserve owned and managed by River Fields, Inc.; and the Six Mile Island State Nature Preserve, an 81 acre undeveloped Ohio River island owned and managed



by the Kentucky State Nature Preserves
Commission. Other smaller natural areas are
scattered throughout the corridor on public
and private land and contain several types of
habitat including forested riparian corridors,
upland fields, upland forests and wetlands.
These fragmented natural landscapes
supports the following variety of native plants
and animals:

Forested riparian corridors along the river and larger creeks (primarily Harrods Creek

and Goose Creek) provide habitat for animal species such as Beaver, Whitetail deer, Muskrat, Belted Kingfisher, Black and Yellow-crowned Night Herons, Eastern Screech Owl, Great Horned Owl, Barred Owl, Salamander, Turtles, Water Snakes, Bats, and Frogs. Vegetation commonly found in these corridors includes Sycamore, Green Ash, Cottonwood, Silver Maple, Red Maple, American Elm, Sweet Gum, Spice Bush, Willow, Trumpet Creeper, Poison Ivy, Spotted Touch-me-not, Fern, Buttercup, and several species of Goldenrod.

Upland forest areas in the corridor are typically associated with the bluffs and steep slopes flanking stream corridors as well as a few small isolated woodlots located on the terraces. These upland forests are dominated by broad-leafed deciduous trees that serve as important cover and food sources for species such as Whitetail deer, Chipmunk, Squirrel, Woodpeckers, Hawks, and Warblers. Plant species in these areas includes Red Oak, Pin Oak, Shumard Oak, Black Oak, Shag-bark Hickory, Flowering Dogwood, Redbud, Trillium, Trout-Lily, Virginia Creeper as well as various grasses and ferns.

Upland fields within the corridor are primarily used for livestock pasture or limited crop production. As such, open fields are typically dominated by grasses and clover while the hedgerows bordering these fields contain hardy native and non-native species such as Blackberry, Japanese Honeysuckle, Mulberry, Osage orange, Sassafras, and several species of Goldenrod. Animal species found in these areas include Eastern Cottontail, Whitetail Deer, Mice and Shrews, Hawks, Wild Turkey, Finches, Meadowlark, Northern Cardinal, American Robin, Flycatcher and Indigo Bunting.

Wetland habitats occur throughout the corridor and consist of various wetland types including seasonal wet bogs and year-round shallow ponds. These wetland areas serve as important cover and food sources for wildlife such as Beaver, Muskrat, Ducks, Geese, Turtles, Water Snakes, and Frogs. Common plant species in these areas include Willows, Sycamore, Cottonwood, Silver Maple, Sedges, Rushes, Arrowhead, Cattail, Jewelweed, and grasses.

Some of this habitat has the potential to support Federally Threatened and Endangered Species. Species that have been identified as having the potential to occur in the corridor include the Bald Eagle, Interior Least Tern, Gray Bat, Indiana Bat, Short's Goldenrod, Running Buffalo Clover, as well as five types of mussels (Pink Mucket, Ring Pink, Orangefoot Pimpleback, Fat Pocketbook, and Clubshell).







Corridor Review and Assessment

